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ABSTRACT

This report, part of a series on the state of recurrent education in the Organization for Economic Cooperation and Development (OECD) member countries, focuses on recurrent education in Norway. The report describes and reviews the considerable effort undertaken in Norway to design a more satisfactory relationship between education and society and to create the legal institutions to allow this relationship to develop. The Norwegian concept of recurrent education is defined as education which completes, brings up-to-date, renews, and deepens basic and/or special education, and which is normally undertaken after some time has been spent in an occupation. Section 1 contains a short introduction and then describes the basic features of the Norwegian educational system. Section 2 reviews the organization, content, and finance of recurrent education in Norway today. Section 3 describes recurrent education in the future and focuses on program organization, content, philosophy, financial benefits, and relationship to present educational programs. Section 4 details the need for continued research, while section 5 outlines guidelines for governmental financial support of voluntary study organizations. (DE)

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RECURRENT EDUCATION IN NORWAY

by

Åke DALIN

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PREFACE

This report is one of a series of six CERI documents on the state of recurrent education in OECD Member countries. Recurrent education, on which CERI has been carrying out preparatory work in the last few years, is rapidly becoming one of the most debated, but also one of the least clearly-defined, new concepts about the planning and organisation of education in modern society.

It has therefore been considered essential to endeavour to attach a precise meaning to what originated as an unstructured new concept and to spell out its structural and policy implications. As part of the project on recurrent education, for which Denis Kallen and Jarl Bengtsson carry the responsibility on the CERI staff side, CERI will in the near future publish a "Clarifying Report" which attempts to point out the essential characteristics of such a system and how it relates to the present sectors of post-compulsory and adult education.

Mr. Dalin's report describes and reviews the considerable effort undertaken in Norway to design a new and more satisfactory relationship between education and society and to create the legal and institutional conditions that allow this new interaction to become a reality. The interest of the approaches outlined in this report lies in the attempt to link new educational patterns more closely with changes in the fields of social and economic policy, of the labour market, of career patterns and of participation in decision-making.

Profound changes such as those involved in adapting a system of recurrent education can be brought about only with the consent and active involvement of all partners concerned. The Norwegian experience as it is described here shows the feasibility of such an endeavour to make educational and social change a joint enterprise which is planned and carried out through common consent and effort.

In making Norwegian experience in this field accessible to a wider audience, this report will, it is hoped, perform a valuable service to all those concerned with similar problems in other countries.

The other reports in the series concern France, the Federal Republic of Germany, New York State, Sweden and Yugoslavia.

1. INTRODUCTION

This paper attempts to give a picture of the activities that have taken place in Norway throughout the period 1965-1971 with the aim of reorganising education towards a system of life-long education in which recurrent education has been the organizing principle.

A paper of this nature can only consider a few main aspects of education and does not claim to give a complete historic outline of the Norwegian developments. It will mainly be considering those activities that have an impact on recurrent educational policy. Other aspects of education will be considered only when necessary in relation to recurrent educational policy.

In the following, the concept of recurrent education is used for education which completes, brings up to date, renews and deepens basic and/or special education and which is normally undertaken after some time has been spent in an occupation. Retraining is also included in the concept of recurrent education. (The definition is quoted from the Royal Commission for Post-Secondary Education (R.C.P.S.E.), confer Chapter III.)

1.1. Basic features of the Norwegian educational system

Knowledge of certain basic features of the Norwegian educational system is necessary to obtain an adequate understanding of this paper. It must begin, therefore, with a brief outline of some of the main aspects of the system.

Contrary to practice in many other countries, education in Norway is mainly organised and financed by central and local government. Private schools exist only in moderate numbers and most of them are to be found on the primary and secondary school levels.

The Norwegian educational system is relatively centralised with respect to the decision-making process. The highest degree of centralisation is found within primary and secondary education where the structure, the content of the syllabuses and most school regulations are decided by the Government. In budgetary matters, for example, the local councils enjoy a high degree of autonomy. In university education and other types of higher education there is an even higher degree of autonomy. The universities for example may decide on the syllabus of their courses, they also have a considerable influence on recruitment of lecturers and researchers, etc., and finally they decide on the use of the funds that are allocated to them from the governmental budget.

However, the academic institutions derive an important part of their research funds from the so-called Research Councils, and these councils extend partial influence concerning their use. Representatives of the higher educational and research institutions hold a strong position in the deciding bodies of these Research Councils.

The development towards a higher degree of decentralisation at the university level has been going on for several years. At the primary and secondary levels, discussions about decentralisation have begun, but so far these have yielded few concrete results.

In the case of recurrent education, the institutional pattern is substantially different. Some recurrent educational activity takes place in the public institutions already mentioned, for example, schools and universities. But the greater part of recurrent education is organised by professional and para-professional associations, employee organisations, employer organisations, companies, and voluntary study organisations. All of these are in principle completely free to undertake whatever type of education they choose. In practice, however, many of their activities cannot be accomplished without financial backing from the public sector. This is so because the institutions and the students participating have certain costs for the recovery of which they rely on government compensation. For this reason one can say that the government has a certain influence on the framework within which voluntary recurrent education programmes operate.

Recurrent education aiming at an externally recognised examination can be found within two areas of the public sector. Firstly, there is the current arrangement whereby part-examinations may be taken in basic primary and secondary education. Secondly, there are correspondence courses for teachers. The aim of these courses is to prepare teachers for the Part One examination at the university (the equivalent of one year of full-time studies).

Should the private sector suggest the introduction of external examinations (organised by the Government) into recurrent education, this would probably lead to greater governmental influence upon it because one would assume a type of legislation being introduced for recurrent education corresponding with the one we already have for "externals" in private schools within the system of basic education. In the private schools public financial support depends on government recognition of both the school and the type and quality of tuition given. A further condition for governmental support will presumably be that the teaching staff should satisfy certain formal educational standards.

When the term "recurrent educational policy" is used in this paper, it is meant to describe the policy made by the various public institutions. In other words, we are concerned both with the Government's own policy in this field and with the policy of the various public institutions in those fields where they enjoy a certain degree of autonomy in relation to the central political authorities. We are not considering here the policy or policies that the many non-public institutions have, or are planning to develop, in this field. However, one can probably be quite certain that the activities of the private sector will be influenced to a greater or lesser extent by the policy of the public sector - either directly or indirectly.

2. RECURRENT EDUCATION TODAY

2.1. General

To the best of the author's knowledge, no single country has yet succeeded in forming and putting into practice an educational policy that fully integrates recurrent education with the whole educational system. In the case of Norway, one may say that the country has no general recurrent educational policy that is valid for the entire educational system. Despite this, one finds relatively extensive activities going on continually in this field. The predominant part of this is centred around the various professional and para-professional associations. Most courses are arranged by the associations themselves or by co-operation between these associations and institutions that normally cater for basic education of various kinds.

Today's recurrent education has emerged from a need felt by people to be brought up-to-date in their professions and trades and for extension of basic and/or special education, rather than from any new overall view and rethinking in the field of educational policy. Through the widespread debate and research of educational policy that has taken place in Norway over the last 5-10 years, the view emerges that recurrent education must be seen in the light of an educational system that applies throughout the entire human lifetime.

If one accepts the principle of lifelong education, one has to consider carefully one's aims with recurrent education and what types of basic education are necessary in a continuous process of recurrent education. Proposals exist for restructured alternatives of basic education in accordance with the principle of lifelong learning. However, little progress has been made so far with respect to such restructuring of the existing system.

2.2. Organisation

By and large, whenever the Government offers courses or other types of initial training for particular trades or other vocations, there will also be some kind of recurrent educational facilities. In many cases, however, the courses offered are relatively short and the number of places is restricted. The question of finance constitutes a further limitation because many of these courses require the participants to pay the course fee, accommodation expenses, the cost of course materials, and so on, either fully or in part. In addition, the participant often has to take unpaid leave from work.

Of particular interest as an example of recurrent education is the arrangement introduced in 1969 whereby part-examinations at primary and secondary levels were introduced. Through this arrangement the student may take examinations in the various subjects at a pace he feels he can master; he is not bound, therefore, by the previous system which would require him to sit a final examination in all subjects in the same year. (For young people who have not yet been working, the old system is still the more common.)

The new system of part-examinations is particularly helpful to working people in so far as it enables them to take examinations without having to give up their jobs.

In 1971 a total of approximately 44,000 people sat final examination in 9-year basic education in Norway. The number of those making use of the part-examination system varied from subject to subject. Mathematics had the highest frequency with 1,357. The total taking all the other written examinations together was approximately 1,000. The age distribution among the candidates taking part-examinations in 1971 was as follows:

37 per cent under 21 years of age

37 per cent from 21 to 30 years of age

26 per cent over 30 years of age.

In 1970 some 15,000 people presented themselves for the Matriculation Examination (Examen Artium) in Norway. Of this total, 1,025 were so-called "private candidates" (i.e. they presented themselves for the final examination without having attended any compulsory instruction (and therefore without "credit" for it), which in practice means that they had to undergo a somewhat more thorough examination). Of this 1,025, 607 people sat according to the part-examination system. In 1969 the corresponding figures were 288 out of a total of 1,164. It can be seen, therefore, that the number of people taking advantage of the new system of part-examination is increasing rapidly.

Education preparing for part-examination is run by both public and [illegible]. It can be assumed that in the future the voluntary [illegible] play a central part in this field.

[illegible] have to a great extent taken the [illegible]cation for their members. The [illegible]ction has resulted in teachers [illegible] basic education taking on [illegible]t the same time, the extent [illegible]ne institutions have to an [illegible]stly in this.

[illegible]tion that takes place in [illegible]courses lasting from 2-3 days [illegible]s somewhat longer. The participants [illegible]e attending lectures and seminars, [illegible]ding and individual work. In [illegible]ecutive courses, he may be given [illegible]nd solve more extensive problems in [illegible]. We must also mention correspondence courses [illegible]ucation. Another method is to combine correspondence [illegible] with vocational courses during summer holidays.

Many teachers make use of a special arrangement whereby they can obtain the Part One examination at university. The teacher-training colleges and the universities arrange courses throughout two summer holidays which, combined with correspondence courses in between, qualify for Part One at the university (the equivalent of one year's full-time study). In the subject Pedagogics at university level, an alternative

arrangement exists through the voluntary study organisations. The subject is divided into five parts, all with a separate examination (at the University of Oslo). At the present time, approximately 1,000 teachers make use of this arrangement.

Yet another form of recurrent education provides for the participant to be temporarily employed by the educational institutions where he previously graduated. This gives him an opportunity to act as instructor and guide for students who are still obtaining basic education while he himself participates in a particular field of further education. At the universities there is a similar system in which financial assistance is given in the form of scholarships or grants. There is, of course, only a very restricted number of people who can receive this type of recurrent education. The problems that arise when large groups are to be given recurrent education can only be solved by more extensive methods.

In Norway there are a few government-run institutions that have recurrent education as their primary objective. One of these is the Norwegian Government Institute of Technology (Statens Teknologiske Institutt, STI).

Much of this Institute's work is done in co-operation with outside interests such as the craft, manufacturing or technical service industries. A particular feature of the Institute is its combination of consultancy and advisory services in recurrent education, and its industry-oriented development work.

Other examples that should be mentioned are the Agricultural Advisory Service and the Advisory Service in Domestic Economics (1). Of particular interest is the governmental Agricultural Advisory Service which operates through the various regions with a permanent staff and combines recurrent education with research and consultative assistance to agriculture and forestry.

Recurrent education is now taking place throughout the entire year. For certain professionals like teachers and lecturers, the most common way is through vacation courses during the summer season. The actual timing of these courses depends to a great extent on the various educational institutions' ability to give their teachers leave to attend them.

In cases where participants require special teaching facilities such as laboratories, recurrent education courses must perforce take place in periods when these facilities are available within the permanent educational institutions. Hence, where recurrent education has become a regular and continuous part of an institution's overall activity, the total requirements for both basic and recurrent education will have to be fully integrated in the institution's programme of work.

It has been considered necessary to examine existing activities within the public institutions and the various employee associations in some detail because of the co-operation that exists between these two types of institution. In addition to them, however, recurrent

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(1) "Domestic Economics" is a subject that covers a variety of aspects associated with home life.

education can be organised by a variety of other institutions such as the employers' association, the trade union movement, banking and insurance organisations, trade and industry, consultancy firms, and central and local government departments.

As to the various educational institutions' involvement in recurrent education, it is very difficult to draw a complete picture. The most common system is for it to be run by their permanent managements and is therefore treated as a part of ordinary education. For this reason it is often very difficult to draw the line between recurrent and other types of education. Recurrent education, however, comprises a considerable number of courses annually and requires, therefore, an extensive administration. Currently there is a considerable increase in the number of courses offered.

2.3. Content

Recurrent education in Norway is primarily aimed at bringing the knowledge the individual has acquired through his basic education up-to-date and supplementing his basic education in fields where new techniques, methods or processes have emerged since he left it. Thus, the primary aim of recurrent education is to enable the individual to maintain a professionally high competence level in his own occupation. A particular feature of Norwegian recurrent education is the increasing number of administrative and managerial courses being offered. Most professions have a relatively specialised basic education and, for those who after some time of working experience are promoted to managerial positions, an offer of recurrent education in management studies is often given in the hope that this will prove relevant to their future role as leaders.

2.4. Finance

Recurrent education as it exists today is financed in part by the public sector. The funds are obtained partly through the budgets of public educational institutions and other government institutions and partly from the various ministerial budgets. The main financial contributors in the latter group are:

- The Ministry of Education
- The Ministry of Agriculture
- The Ministry of Social Affairs
- The Ministry of Defence
- The Ministry of Industry and Handicrafts
- The Ministry of Labour and Municipal Affairs

The financial resources are channelled through such administrative bodies as organise recurrent education. These bodies may be a particular institution, a government department or organisations of other kinds. For the year 1970 the different ministries spent a total of 116 million Norwegian kroner on recurrent educational programmes, of which 15 million kroner were channelled through the voluntary study organisations (see the final part of this section and the Annex). The allocation of these funds is not co-ordinated.

Other important sources of finance are the course fees payable by participants, contributions from the various professional or para-professional associations and financial sponsorship from various employers, most commonly in the form of paid leave while courses are being attended.

The various professional associations have by and large very restricted financial means at their disposal to finance recurrent education. An exception to this is the Norwegian Medical Association which has considerable funds available both for further and recurrent education. These funds were accrued through a special agreement with the National Insurance Institution (Rikstrygdeverket) by which doctors agreed to refrain from increases in their charges over a certain period in return for the creation of a fund to be used on further and recurrent education.

For the individual attending courses, the main expenses are the course fee, hotel expenses and expenses in connection with purchase of books and such like. But the further question arises as to who should pay for the time the individual is not working at his normal job. In some cases the employer will carry these costs either fully or partially - whether the employer is the Government, a local council or a private enterprise. In other cases, however, the participant himself has to bear all expenses. This often applies to self-employed people. The recurrent education provided for engineers at the Norwegian University of Technology (Norges Tekniske Høgskole) operates with a substantial course fee (despite government subsidies) and charges are made for all other expenses. Nevertheless, many large companies send their engineers to these courses despite the high costs, all of which they are generally prepared to cover, and they also pay full salary during the course period.

In the case of the voluntary study organisations, there is a system of government subsidy which covers the greater part of these organisation costs (see Annex). This arrangement does not, however, include the various professional and para-professional associations concentrating their activity on recurrent education. These voluntary study organisations arrange study circles in a variety of practical and theoretical fields. Several of their courses must be regarded as recurrent education because, as previously mentioned, they prepare for the part-examinations in basic education, matriculation and, for teachers, at university level (so far, only in Pedagogics). A further example of the work of the voluntary study organisations is the education of shop-stewards.

The Royal Commission for Post-Secondary Education (RCPSE) (see 3.6) has put forward a proposal which entails governmental support for all organisations arranging courses in the field of recurrent education. The guideline for governmental support would in principle be the same as for the voluntary educational bodies operating in adult education (see Annex). The various professional and para-professional associations receive limited government support for their recurrent educational activities. This, however, is given on special application and is channelled through the budgets of the various Ministries. This is a special arrangement and does not imply general agreement to the principle of governmental support.

In summary, the financing of recurrent education consists of a variety of arrangements, sponsored by the public sector, organisations and industry. The participants themselves often have to pay a substantial part of the costs. At the present time there is no well-founded financing policy for all recurrent education integrating the various financial initiatives. A Royal Commission to be mentioned later in this paper is currently working on a proposal for an Act on recurrent education. In this Act the Commission will also propose a national financing policy for recurrent education (see pages 20 and 24).

3. RECURRENT EDUCATION IN THE FUTURE

3.1. Introduction

The basis for the gradual reorganisation of the Norwegian educational system towards the principle of lifelong education was laid down by the Government in 1965 in the form of a principle decision about adult education. The following general tenets were agreed:

(1) Adult education and the education the individual has before commencing his working life should be recognised as being equally important. Adult education is therefore to be extended in order to give adults the opportunity of obtaining further education. Basic and special adult education must be seen in relation to each other and must have equal importance.

(2) Everyone is to be given the opportunity to acquire certificates of their knowledge and skills independent of the manner in which the knowledge is derived. The individual will therefore be given the opportunity of taking part-examinations with a view to a complete examination, consisting of various part-examinations, at a later date.

(3) The various types of school and their equipment are to be used in adult education as far as it is practically possible without interrupting the ordinary education.

(4) Problems of a pedagogic or methodological nature that arise must be dealt with on a scientific basis. All staff associated with adult education must have secured relevant pedagogic training.

(5) The public educational system is to assume responsibility for all adult education aiming at complete final examinations, for example the matriculation examination (Examen Artium) or examinations from trade schools. Preparations for part-examinations and general studies, however, will to a great extent be the responsibility of the voluntary study organisations.

The basis for the government's principle decision in these matters was a document (1) which defined adult education as follows:

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(1) Stortings - proposisjon No. 92 1964/65.

"By adult education we understand all education which is not a part of the education which the individual has before he commences his working life. According to this definition, the concept of adult education will include all basic education, vocational training and special training which adults try to acquire after they have gained some working experience".

From this broad definition we may summarise the long-term goals of adult education in four clauses:

(1) To provide a realistic offer of supplementary education to the part of the population that has only 7 years' primary education. The aim is to provide them with education corresponding to 9 years' basic education.

(2) To provide a realistic educational supplement for the adult population beyond 9 years' basic education, both general and vocational.

(3) To ensure that further recurrent education for the total adult population is in accordance with the principles proposed by the Royal Commission for Post-Secondary Education (RCPSE) (see sections 3.2 to 3.8).

(4) To extend the work of the voluntary study organisations in the fields not already covered by the measures in (1) to (3) above.

This summary of aims provides a basis for a meaningful discussion of the future of recurrent education in Norway. Recurrent education must be seen as a strategy within adult education. By recurrent education one means those offers of adult education that presuppose a continuous change between work, leisure and learning. The types of education on offer will be problem-oriented. These may be problems that the student recognises from his working life or problems he expects to meet after having completed his education. This problem-oriented education may be both of a general and special nature, depending on the level of abstraction at which one aims.

The aims outlined in points (1) and (2) above are particularly important conditions for the realisation of a successful extension of recurrent education to the whole active population.

Today only certain parts of the current active population have a satisfactory basis for recurrent education. As an example of the problem facing us today, it is enough to mention that in 1965 some 75 per cent of the Norwegian population over the age of 40 had no education beyond 7 years at primary level.

Another factor worth mentioning is the changes in basic education (on different levels) that must take place if it is to serve as a purposeful basis for recurrent education. We are here concerned with changes at all three levels - primary, secondary and higher. These suggestions are realised to a great extent in the primary school; in secondary and higher education one has not yet got so far.

The relevant changes are prepared by various Royal Commissions. In this connection special reference must be made to the suggestions

put forward by the Royal Commission for Post-Secondary Education (1). This Commission has been working on a reorganisation of the higher educational institutions and it has made several well-founded proposals for recurrent educational policy. At the same time it has pointed to the changes in basic education that are vital for a realisation of this policy. As yet, the Commission's proposals for recurrent educational policy have not been formally approved. The Government is expected to consider them some time during 1972.

These RCPSE proposals for recurrent education concern people with basic academic education. Because of the positive reception they have been given in Norway, it is quite possible that the same type of principles may be suggested for individuals with basic education on lower levels.

3.2. The concept of recurrent education

The report of the Royal Commission for Post-Secondary Education is aimed at a fundamental reorganisation of the whole input into the educational sector. Before definite lines of action are finally drawn up, a broad discussion of this question will be needed for other starting points as well as those located in the post-secondary level.

As already mentioned, the Commission uses the concept of recurrent education for education that completes, brings up to date, renews and deepens basic and/or special education (2) and which is normally undertaken after some time has been spent in an occupation. By occupation is here meant all activity employing persons in a manner that provides them or their families with a livelihood. Retraining is also included in the concept of recurrent education.

Recurrent education should not be restricted (the Commission believes) to those who have completed a basic education at university or college. It should be open to all who think they are able to follow and derive pleasure and benefit from it, regardless of whether they are active in industry, have completed a basic education, or are associated with some professional organisation. It should be considered irrelevant whether the basic education was received at university, regional college or at an institution of education at home or abroad.

We must have sufficient post-secondary educational capacity also to cover the demand for recurrent education. This is a natural consequence of the fact that the Commission considers recurrent education as a link in a lifelong educational process, for which basic education provides the first step.

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(1) Royal Commission for Post-Secondary Education: Report No.4 "On recurrent education".

(2) The Commission has previously proposed that higher education should be organised in four-year "basic" and two-year special education. The term "basic" is here also used for all primary education.

3.3. Fundamental viewpoints on recurrent education

The arguments for the expansion of recurrent education on an international level have followed several different lines based on technical, economic, social and pedagogical reasons. The Commission contends that:

> Post-secondary education must be seen as a whole and as a collective education offered to the individual. In the light of a combined pedagogical and practical appraisal, a suitable time-division of education so offered must be made in relation to the vocational career or lifetime concerned. An unbiased effort must be made to find a more practical division of education over time rather than following the pattern of the present system of basic education.

The Commission maintains that every course at university or college must be thoroughly re-examined with this principle in mind, and that other post-secondary education should be treated in the same way. This reasoning is based on the importance of education in maintaining and expanding labour functions. The Commission says, however, that this view must be widened to include recurrent education which has no clear relation to such functions. The individual's need for self-improvement through education must be considered - not only with respect to his increased contribution to industry, but also in relation to general public tasks and greater human expression.

The prime goals of recurrent education seen from the individual's standpoint are summarised by the Commission in the following way:

(a) To serve the individual's orientation of values and development of personality and to strengthen him through his work and leisure time.

(b) To strengthen the individual's possibilities to increase his contribution and co-operation in industry. This is particularly so in circumstances where a job is altered and new demands are made and where it may facilitate the individual's right to work.

(c) To encourage and enable the individual to co-operate actively in decisions that involve giving priority to societal values.

The Commission is of the opinion that it is neither desirable nor possible to distinguish between recurrent education motivated by the development of the individual's personality and by society's and industry's requirements. In 1967 there were about 1.4 million men and women employed in Norway. At the same time, about 800,000 women had housework as their main occupation. Thus the need for recurrent education cannot be considered only from the point of view of the individual's place of work. The view of the Commission is basically that housewives who are working at home and who usually receive no payment for their work have the same right to recurrent education as someone who has paid work outside the home. The housewife at home must be given the same possibilities of orientation and development through recurrent education as other groups of people. Women are placed relatively low in the occupational hierarchy as compared with men, and a closer examination should be made to find the cause and to see if it is possible to compensate for this through the process of recurrent education. Family obligations may often

create greater difficulties for women to make the same use of educational offers as men. The Commission says that conditions must therefore be readjusted to ensure that both sexes in practice have equal opportunities.

The various educational institutions will have to extend their field of action quite considerably in order to undertake basic training and research and to convey the new concept of graduates. At the same time, it is a challenge that may lead to the institutions of education playing an even more important part in developing society. The Commission's view is that the educational institutions ought to be in a position to carry out this task.

3.4. The relationship between post-secondary basic education and recurrent education

The main task for basic education must be to create the best possible background for recurrent education, and not to train for static vocations or expertise in a narrow sense. Institutions of education must increasingly plan for education to be split up over time. When planning basic education, the relative values to be given to basic and recurrent education must be considered. It may be thought advantageous to transfer some sections of current basic education to recurrent education. In the future when syllabuses are revised, the institutions must bear in mind the dual type of education to be provided, i.e. both basic and recurrent.

In its appraisal of the problem of splitting up education over time, the Commission is aware of the fact that current syllabuses and examination systems cannot be used as they stand. New educational goals and means will be needed. The proposals put forward by the Commission in its four recommendations concerning the organisation of education cannot be judged on the basis of today's syllabus. This applies both to the proposals for the programming of basic education as well as to the other proposals. The educational institutions are responsible for drawing up the syllabuses. One possibility is a reduction in the importance attached to the knowledge tests that traditional examination often entails. In the Commission's proposals the value of knowledge-tests is reduced to the extent that the syllabus is intended to develop the student's ability to deal with problems independently and to train his mind and methodology. The Commission considers that educational institutions should introduce analysis and debate into the examination system simultaneously with the setting up of a system of recurrent education.

When recurrent education is to be provided on a fairly large scale, the time allocated to education will have to be redistributed. This was one of the points the Commission had in mind when it asked the universities and colleges to accept the proposal that basic education should normally have a duration of four years. The Commission was implying that, whatever subject is taught by an educational institution, the candidate will rarely have mastered it fully by the end of his time there. Most of those who have just obtained their leaving certificate will continue to receive training at their place of employment, especially during the first stages of their working life.

3.5. Access to recurrent education

The Commission considers that the needs of the individual, society, and industry cannot be met by what is currently available. Professional associations, public services and private firms will naturally restrict their activities to what they consider to be of specific interest to them. A future recurrent educational system must to a greater extent cross the boundaries of traditional vocational structures as expressed in most basic educational offers and in the shape and foundings of some of the professional and para-professional associations. Access to recurrent education should, as far as possible, be independent of the applicant's connection with professional associations, institutions or firms. In the Commission's opinion, the basic conditions for access to recurrent education can best be secured by building up a comprehensive and flexible system within post-secondary educational institutions.

If recurrent education is to offer the widest possible range of courses, the organisations concerned, particularly the associations of skilled workers and educational bodies, must be able to rely on the necessary support in order to cope with the special aspects of recurrent education that they administer. At the same time, the capacity of the educational institutions must be extended to include the requirements of recurrent education.

Recurrent education must aim at a level of knowledge corresponding to that provided by basic education. The Commission is also of the opinion that no formal entry conditions should be applied to recurrent education.

The qualifications for recurrent education must be made clear to the applicant. A further appraisal of individual qualifications should not be made. Each applicant should decide the course most suitable in his own case. Should the capacity of the institutions be insufficient, however, it is reasonable that user authorities (representing employers) and professional and para-professional associations should be consulted before any decision about guidelines for selection is taken.

Much of the vocational recurrent education offered today is subject to a formal upper age-limit; the Commission disagrees with this principle and recognises that older workers frequently need recurrent education.

Leave from work is often given for recurrent education to workers in public and private undertakings. This may create problems in some circumstances, for example where the individual's wish for recurrent education does not coincide with the interests of the firm, or when unemployment is a factor. Such leave will affect a limited section of the total working staff and the question of the <u>right to recurrent education</u> must therefore be settled if educational possibilities are to become a reality for more than a minority.

The right to recurrent education may be conceived of as a certain time-quota which the individual can claim and take as leave from work. This leave should be arranged so that it keeps interference with work to a minimum. Normally, therefore, the employers must approve the timing, but the worker should be able to use this quota within a fixed period of, say, 5 years.

A proposal is under consideration for teachers to have the legal right to recurrent education. The Commission, however, points out that teachers do not stand in a class by themselves in this connection and it believes that the right to recurrent education should be made legal and should include all adults who have completed formal basic education. This point of view goes far beyond the mandate of the Commission which has, therefore, referred this question for further evaluation.

In several professions, especially those concerned with health, the development is so rapid that outdated knowledge may prove directly harmful. From various quarters, questions have been raised as to whether recurrent education should be compulsory in this sector. The Commission does not recommend that compulsory recurrent education should be organised for the public on a general basis, but it considers that in certain cases the question may arise on grounds of special professional or social circumstances. These cases must be considered when claims are made by professional and para-professional associations, industry, or other parties concerned.

3.6. The future extent of recurrent education

The demand for recurrent education which already exists today makes it necessary in the course of a few years' time that at any time 5 per cent of all people with a post-secondary qualification should be enrolled in recurrent education. During the 1980's the goal, according to the Commission, should be set at 10 per cent.

As regards the evaluation of the dimensions of recurrent education, several factors must be considered. One of these is that, if each person over 20 years of age daily uses half an hour of his leisure time and half an hour of his working time for what one may call informal education, the total time input represents a load on society's resources equal to the current public education budget plus the value of the pupil's time input in regular education. If one then considers the time element, an increased offer of organised recurrent education will be a cheaper solution from society's point of view, even though this may lead to increased allocations from government budgets.

The Commission also points out that there has been an increased demand for education over the past 10 years. This is indicated by the number of years of education which young people have before they leave school: first-time employees in 1930 had an average of 7.5 years of education; in 1950 this had risen to 9 years, and in 1970 it exceeded 11.5 years. Today it is more usual for young people to attend university than it was to attend secondary school in 1940, or to attend other than compulsory education in 1920. If this trend continues, the average number of years of education before starting work will be 14 by 1990.

The demand for educational capacity will depend on the degree to which recurrent education will expand, and by how great the reduction in the course time of basic education will be. It is recommended, therefore, that educational institutions take into consideration all aspects of the demand for recurrent education when revising their syllabuses or planning for future expansion. Expansion plans which have already been drawn up are based only very roughly on the further development of basic education. This implies a significant under-estimate of the demand for

short- and long-term capacity. Considerable expansion of recurrent education will therefore in any case be necessary. The setting up of adequate post-secondary recurrent education will be one of the most important tasks of the 1970's.

The Commission draws attention to the responsibility of the universities to provide education for those who are not seeking a university degree but need the sort of education that the universities are able to offer. The Commission quotes as an example the training of shop-stewards, or of middle management in the various fields of industry. Women who have interrupted their studies form a special group, and their problem must also be solved within the framework of organised recurrent education. The Commission also recommends that the authorities examine the needs for education by people who are not actually employed and who wish, for example, to complete basic education simultaneously with recurrent training. The welfare measures necessary in making education available should also be assessed.

The Commission underlines the fact that in the future much more complete information about developing countries will have to be given in the schools. This will create a need for comprehensive recurrent education for teachers at all levels to keep them up to date with the current situation.

3.7. Future organisation of recurrent education: RCPSE proposals

The planning and organisation of systematic recurrent education must, in the first place, be carried out by the educational institutions providing the corresponding post-secondary basic education. When the requirements of these institutions in respect of classrooms, equipment, staff, and teaching material are being estimated, the needs of recurrent education must be given the same importance as those of basic education. As a general principle, the Commission underlines that the associations in the various professional fields should organise their recurrent education as an integral part of total education.

The Commission considers that greater importance should be given by the educational institutions to the experience of graduate and user representatives when the overall education effort is being prepared. It is of the opinion that correspondence courses, alternatively combined with radio and TV transmissions, will prove to be very important in Norway. It recommends post-secondary educational institutions, therefore, to take an active part in setting up syllabuses for correspondence courses, possibly in connection with other forms of education.

3.7.1. Education in radio and TV

The question of how to make use of radio and TV in organised recurrent education in Norway has been considered by a special Royal Commission appointed to "consider the question of education in radio and TV". The mandate of this Commission covered the use of this medium in education generally and it recommended extensive developments of educational activities through radio and TV.

As regards adult education, the Commission regards the following main types of courses as suitable for radio and TV transmissions:

A. Courses aimed at giving the participant certain competence and/or preparing for certain examinations:

(i) general courses;

(ii) special courses aiming at special vocations.

B. General courses not aiming at final examination.

The Commission gives category A.(i) the highest priority; A.(ii) and B. follow as equals. Under category A.(i) the Commission has primarily in mind examination preparation for 9 years' primary education and preparation for the Norwegian matriculation examination (Examen Artium). Both these examinations may be regarded as preliminary examinations for technical colleges/universities. Under category A.(i) special consideration is given to the preliminary examinations for university entry. With respect to the courses in category A.(ii), the Commission holds the view that priority should be given to courses that are part of a retraining or recurrent education programme. As a second priority, the Commission lists the more common vocational courses and courses that give an introduction to modern techniques and methods in special fields.

The Commission believes that education through radio or TV will be combined to a great extent with correspondence courses. A precondition for this, however, is that new correspondence courses will be produced for the purpose and that the existing courses will be revised and adapted to the medium. The various correspondence course institutions should be given the opportunity to work in close co-operation with the programme producers in radio and TV in order to reconcile the special features of correspondence courses with the requirements of radio and TV as specialised media.

3.7.2. The Law on adult education

A central question as regards the future organisation of recurrent and other forms of adult education is the division of work and responsibility between the various institutions. At present yet another Royal Commission is considering this matter. This Commission has been given the task of considering which activities ought to be included in adult education and it has been asked to draw up guidelines for what should be considered as adult education as distinct from other types of education. The Commission will also consider to what extent recurrent education should be counted as part of it. In the course of this work a review will be made of the present tasks in the field of adult education, how they may be best carried out and how they should be allocated to the various parts of the system. This will lead to the involvement of public education authorities, private schools, correspondence institutes, voluntary study organisations, universities, regional colleges, the broadcasting corporation, private companies, the trade union movement, employers' associations and no doubt other bodies. The Commission is also charged to look into the duties of the various people employed in adult educational activities in the schools.

Vocational training as a part of the labour market policy is to be considered with respect to the division of the various tasks between the labour market organisations and the Ministry of Education. The role of the voluntary study organisations in adult education and the subsidies to be granted for voluntary studies are to be discussed separately.

In the light of the division of responsibility and tasks to be carried out, the Commission will further consider the question of sharing of costs between the government, the various councils, employer organisations and employee organisations, etc. It will also deal with the question of costs incurred by the individual participants in adult education and how these should be covered (whether by loans, grants or other means). A further evaluation will be made of the question of pay during the period of a course. The Commission will also consider to what extent local government should participate with subsidies for voluntary study activities. The work of the Commission will be presented as a proposal for an Act on Adult Education, with an evaluation of the economic consequences it is thought to have for the various parties involved.

3.7.3. Job enrichment and recurrent education

One of the most central questions in recurrent education will probably be the student's own influence on the organisation and on the content of the courses. This is particularly well illustrated by the experience gained in recent extensive experiments in the field of new forms of collaboration within Norwegian industry. In the course of these, several interesting results have been obtained that are expected to have an impact on the future organisation of recurrent education (1).

The experiments themselves succeeded in creating a situation wherein the employees achieved a greater degree of influence over their own work situation than had previously been the case. This increased influence has led to an increased desire for learning related to the individual's own job and trade union activities (desire for more "personal-life" courses seems not to arise in connection with these experiments).

The experiments also confirm that the motivation for learning depends on how relevant it is for the individual's work situation. From this it follows that, if the learning is to have relevance in the work situation, the individual must have a say in the content and organisation of the courses. In Norway there will therefore be an effort to arrange experiments in recurrent education in industries where the employee is responsible for his or her own learning process in the light of his or her specific needs (2). Educational specialists of various kinds will no doubt be used, but the framework of operation will be defined and laid down by the employees.

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(1) Cf. Soc.sci.inform. 9 (5) pp.65-90. "A Strategy for research and social change in industry: A report on the Industrial Democracy Project in Norway".

(2) Cf. AI-S dok. 1/71. "Opplaering i arbeidslivet", by Jon Frode Blichfeldt and Øyvind Ryste, Work Research Institute, Oslo.

A condition for these courses is that they themselves will make the necessary arrangements. They will be given the freedom to use lectures, group discussions, problem-solving and project methods in the best possible manner, provided they are relevant to the purpose of the course.

In circumstances where one aims at teaching people how to take responsibility and how to use their influence, the method of issuing detailed instructions on how to do things is considered highly unsuitable. The basic rule should be: "people cannot assume responsibility for matters that are beyond their sphere of influence, and they cannot influence matters that lie beyond their capabilities."

By giving the people influence in the content and arrangement of courses, they will feel responsible for them and probably also more motivated towards them. Their starting point must necessarily be what they already know, and this is where all learning will have to start. Many courses and educational plans have not succeeded simply because of the disparity between the level of competence and the insight of the students and the content of the courses. An adult will generally be aware of what he already knows, which problems he currently finds awkward and where he needs to know more.

Through courses of this nature it is hoped to contribute to the development of the individual in a manner that gives him an increased influence over his work situation. With luck, one hopes to develop a process whereby new learning and further development continuously stimulate the individual. Should the experiments prove successful from the participants' point of view, then various "service institutions" in the field of education will have to redefine their role considerably.

3.8. Financing future recurrent education: RCPSE proposals

The RCPSE maintains that recurrent education should be given the same importance as basic education in the work of the institutions, and the basis of finance should be the same for recurrent and basic education. This means that all direct costs of education should be borne by the state. For the universities and colleges, recurrent education should be based on, and combined with, research activities to at least the same degree as fundamental education. Additional work in this field should therefore give the institutions increased possibilities for research. The costs of this research must be part of the standard costs on which grants are based. Further public financial support should be given to the associations taking part in recurrent education, and might be based on contributions similar to those for voluntary studies. The rules to determine the degree of support should be worked out in consultation with the professional, para-professional and trade associations.

The Commission has also established the principle that the right to recurrent education implies the right to the means of financing it. In practice, one should take into consideration the fact that the individual should, to some extent, get compensation for loss of income during the period of education. The basic principle must be that

recurrent education should be made available to everybody irrespective of whether or where the individual works. This includes people not in paid work as, for example, a housewife at home. Compensation for payment foregone should also be provided in cases where the education is not of direct advantage to the participant's daily work situation.

The Commission's proposals for financial compensation for the individual do not cover post-secondary recurrent education alone. It maintains that compensation for lost work-time during recurrent education should be financed along the same lines as, and by means of an extension of, the Norwegian national insurance system. Such a solution does not imply any radical changes; unemployment benefits are used to a large extent for supporting workers during retraining. The idea of general insurance being used to finance recurrent education may be regarded as a logical consequence of the present function of this insurance. In future (according to the Commission) the cause of unemployment will not be due so much to a shortage of jobs as to a failure to adjust the workers' qualifications to the new demands constantly being made by industry.

National insurance as a means of financing recurrent education will at first cover only a proportionally modest share of the total costs for the individual, and must therefore be supplemented by existing arrangements, for example "away-from-home scholarships", loans, and support from unemployment insurance funds in certain awkward cases. For a number of groups, arrangements included in labour agreements and regulations will be considerably more effective than insurance contributions. Gradually, these insurance contributions will have to be increased as the need for recurrent education grows. The insurance payments may then take the place of other arrangements. However, even in the long run, lost work-time during recurrent education should not be compensated in full by means of insurance-payment. A reasonable coverage would be about 50 per cent of loss of income during recurrent education up to a certain income limit, and with a reasonable minimum amount. For non-wage-earners, an equivalent amount should be estimated. The Commission recommends that the question of financing recurrent education from insurance funds should be further examined by a group of experts.

The relatively new institutions named regional colleges (1) were founded on the initiative of the RCPSE. These colleges offer a variety of post-secondary courses. The duration of most of them is two years. Over a trial period these regional colleges have practised a budgeting arrangement that aims at satisfying the demands for recurrent studies (full-time or part-time). Approximately 25 per cent of their capacity may be used for these purposes, which will be an integral part of the total educational offer of these colleges.

Part of the regular teachers' time will be used on the full-time and the part-time courses. It is a condition that education should also be offered in other places in the region by the same teachers.

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(1) Cf. OECD paper "The Norwegian Regional Colleges", DAS/EID/71.47, Directorate for Scientific Affairs. Meeting on Short-cycle Higher Education, 15-17 November, 1971.

As already mentioned, a special Royal Commission is currently working on a proposal for an Act regarding adult education. This Act will contain certain guidelines for the method of financing all adult education (including recurrent education) and will also propose the distribution of the costs between the various parties.

3.8.1. Joint funds

Of particular interest for the future financing of recurrent education is the fund created by co-operation between the Norwegian Employers' Association and the Norwegian Trade Union Movement. The aims of the fund are:

(1) To further shop-steward education, particularly in the fields of rationalisation, security work, productivity, economics and matters of co-operation.

(2) To educate managers in the fields specified under (1).

(3) To prepare, arrange and develop training activities.

(4) To further healthy and proper rationalisation with a view to increased productivity.

(5) To further and improve good relations inside the company.

The fund receives its money through a contribution of N.kr. 1.50 per week per employee. N.kr. 0.50 is taken from the salary of the employee, and the employer pays N.kr 1 per week. This contribution is paid quarterly in arrears and is part of the Main Agreement between the Norwegian Employers' Association and the Trade Unions.

A proportion of the fund is used for joint activities of the two employee and employer organisations and other activities that the two parties wish to support. The remainder of the fund is shared equally between special bodies appointed by the two sponsors - the NEA and the NTUM.

3.9. Discussion of Report No.4 of the Royal Commission for Post-Secondary Education (1)

Many of the parties concerned have actively participated in the debate on recurrent education, e.g. representatives of employers, trade-unionists, professional and para-professional associations, research organisations, students, university lecturers, university administration, etc. The debate is hinged partly on organisational conception and partly on political differences. The main points raised are as follows.

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(1) The following text is - with small editorial changes - taken from "Recurrent Education Policy: Proposals and Debate in Norway", by A. Dalin, background paper for the OECD Conference on the Utilisation of Highly Qualified Personnel, held in Venice, 25-27 October, 1971. This paper is based on the book "Etterutdanningspolitikk" (ed. by Ake Dalin), Universitetsforlaget, 1970.

3.9.1. The concept of "recurrent education"

Professional workers' associations and, to some extent, the universities disagree with the RCPSE's wide concept of recurrent education. They consider that the courses in recurrent education provided by the institutions should be for candidates at the institutions' respective levels (i.e. courses should not be reserved solely for these candidates). This does not imply that the institutions should not undertake other types of adult training and general information activity, but this activity would be quite different. If the concept of recurrent education includes almost all adult education - with or without basic education - the fundamental differences between the various education groups and between their needs may easily be hidden. There is a tendency for many critics therefore to keep general adult training separate from recurrent education.

3.9.2. The general political perspective

The threefold objective expressed by the RCPSE for recurrent education has had a positive reception, although its practical realisation has been subjected to various critical comments.

The objectives are considered by many to be excellent, though "somewhat in the air". When it is intended to provide students with more than a simple technical up-dating, they should be given an insight into current discussions on professional values and the ideas for reform in the field. According to these critics, one should be on guard against over-optimism concerning the possibilities of recurrent education to smooth out differences in opinions concerning values. General and fair formulations may easily help cover up replacement, suppression, brutality - phenomena which cannot be accepted.

Recurrent education must be a factor of security and qualification for the individual and provide him with the education which will permit him to participate in political decisions. When a larger number of people acquire better insight and ability to make a critical assessment of problems and to deal with them, prevailing priorities may be changed. Efforts to counteract the centralising of power in governmental bureaucracy, and public and private "technostructure", show this to be necessary.

The report on Recurrent Education has been the subject of sharp criticism on the grounds that it tends to strengthen capitalist society.

The Marxian criticism stresses that educational plans must be on the basis of the consideration of society as a whole. It insists that RCPSE was asked to rationalise the country's educational system and increase its efficiency but not to concern itself with the whole of society of which the educational system is an integral part. It contends that the introduction of well-meant, apparently democratic intentions is of small avail when the consequences of the proposals are not situated in a perspective of society as a whole. They maintain that the consequences of the Commission's proposals are not the same as those intended by their proposals. The discussions are therefore misleading since they are taking place at two different levels.

The Marxists maintain that RCPSE's recommendations, in the same way as several other public plans, are characteristic of the prevailing socio-scientific way of thinking, which contends that the existing development of society is absolutely necessary but fails to take into consideration the relation between this development and the conflicting interests in society.

A further criticism is that the Commission, by basing its findings on the right of the individual, creates the impression of offering a democratic solution. The Marxists contend, however, that individual choice of education and profession is decided by the possibilities on the capitalist labour market and not the reverse. To plan on the basis of individual requirements is therefore the same as saying that capitalist expansion will decide the choice of possibilities in education.

In this criticism the principle of individual rights is traced back to classic liberalism and Kant's "conditioned ethic". This ethic was attacked by Hegel whose ideas were taken up by Marx in his theory on the alienation of the worker. Today the alienation concept is often popularised and misinterpreted. It is thought that the problem of alienation may be solved by providing possibilities for "self-realisation" during spare time. This reasoning destroys the balance between work and leisure in Marx's conception of culture and ignores the basic problem of the alienation of the worker. This is said to come out in the Commission's report when it mentions labour's adjustment to current expansion, but states that this adjustment will be made in spare time activities.

The Marxists contend that the Commission describes the overall development now taking place as being in the interests of society as a whole insomuch as the Commission does not qualify expressions such as "industry's requirements" and by presenting its proposals separately is able to describe them as progressive.

The alternatives offered by the Marxists are not particularly developed in this field. It seems clear, however, that they base their thinking on the collective co-operative principle of the labour movement "to remove the individual powerlessness of human beings and allow them to achieve control over development". They also base their thinking on the autonomy of universities and colleges, i.e. "their duty and right to see that society contains different conflicting interests, and to form an idea as to which of these interests are to the benefit of human beings".

Through its chairman, the Commission has replied by stating its fundamental disagreement with this criticism in view of the Commission's mandate and its interpretation of the relative power of publicly elected organs influencing development in the direction wanted by the majority of the population at any time.

It is difficult for the Commission to have a profitable discussion with these critics because, so far, they have not been willing to outline their own ideal society, including the form the education system in it will take. The Commission does not consider that the experience of societies based on marxist doctrines has anything to offer in the field of education. The education systems of these countries are made rigid by compulsory teaching, compulsory attendance and the teaching

capacity stipulated on the basis of society's requirements - in short, everything which the Commission has not proposed, but which the critics ascribe to it.

The Marxists reply that it is still possible to use Marx's theory to analyse production conditions in western countries where capitalist production still prevails. They are convinced that the RCPSE principles are based on liberalism - the philosophy of the bourgeoisie - a way of thinking which continually leads to irrational results in social life.

3.9.3. Relation between basic and recurrent education

The principle of "the most practical splitting up of education over time" has received wide support. Representatives of industry, however, maintain that this principle is not sufficiently applied. It should become standard practice also in basic education. The Commission found this question so complicated that it recommended further consideration should be given.

The argument for applying the principle to basic education is a composite one. Alternating periods of study and practical work are said to provide better preparation for industry, for family life, for participation in social and political affairs and to be preferable for reasons of mental health.

The Commission's argument for shortening the period of basic education on the introduction of a recurrent education system has been considered by several critics. The main premise that basic study should be adapted so as to provide for a more methodical, reasoned and independent approach to problem-solving has gained support. There is doubt, however, as to how far basic education may be shortened without sacrificing the necessary vocational standards, since a certain minimum amount of knowledge is necessary for authentic vocational activity. Reasoned and independent problem-solving must always be founded on a certain degree of factual knowledge. The level of knowledge in basic education is also of decisive importance to the success of recurrent education.

The universities, in particular, have drawn attention to a series of circumstances which may prevent the objectives of recurrent education from being realised. University education today is said to be overcharacterised by the acquisition of facts. The number of students has expanded considerably without the university being able to obtain sufficient teaching staff or media to provide more individual instruction. Doubts are arising as to whether recurrent education students will have better education conditions than "basic students" have today. It is feared that such a system will claim so large a part of the limited resources for university use that a relative deterioration of transitional education and research may occur. The relatively short time most students will stay at the university will provide only limited possibilities for independent work or participation in research activity, beyond the simple acquisition of knowledge. Most participants will probably give priority to the up-dating of knowledge. In other words, it is feared that many will make use of the period of recurrent education for further vocational professional specialisation at the expense of the wider objectives outlined by the Commission.

The universities emphasize that the unsatisfactory situation concerning basic education and increased recurrent education is due to the scarcity of grants. Very few believe that a change in syllabus, in line with the structure proposed by the Commission will economise resources. The saving achieved by shortening the basic education curriculum will easily be absorbed by the changes introduced in the new curriculum. These changes are based on individual teaching and on encouraging students to give more thought to professional and political matters. This would call for considerably more resources to meet the need for more lecturers, teachers and material.

When considering the proposal that a person's education should be split up between basic and recurrent education, some university representatives emphasize that during and after an eventual re-organisation, a person's complete education should be just as good as before. If basic education is re-organised according to the Commission's proposal, the critics contend that candidates who have passed the examination must really receive the recurrent education. For this reason it is not very desirable for radical changes to be made to basic education until the necessary recurrent education is really available. But, even then, nothing has been done to ensure that the complete education of some students may not be inferior. As long as it is not intended to make recurrent education compulsory, there is no guarantee that the students at basic level will return to their institutions. Many of those who take advantage of recurrent education facilities may do so outside the university - in a more vocationally specialised form which does not meet the Commission's objectives. These critics who, in spite of their objections, support a rapid expansion of recurrent education, maintain that this is not possible to any large extent until basic education has been suitably improved. Recurrent education must obviously be based on basic education and not the reverse.

3.9.4. Access to recurrent education

This question is closely linked with one's concept of recurrent education. The Commission's proposal that access to recurrent education should not require formal qualification is a new one for candidates at higher education level. For the other tasks which the Commission includes in recurrent education (general information and other adult training) the current practice, roughly speaking, is no doubt built upon this principle. The following remarks therefore apply to access to recurrent education at higher education level.

More to draw attention to the Commission's proposals than to criticise, the trade unions stress the value of the ease of access to recurrent education. The majority of the shop-stewards have no general education beyond that of primary school, but have to take part in decision-making for which considerable insight and knowledge are required. A shop-steward is also expected to hold views on the overall development of society.

The trade unions also emphasize that the universities may themselves benefit by contact with shop-stewards. The trade union movement can provide an insight into a world which may be totally unknown to the university, and shop-stewards could do much to create a more accurate picture in the public mind of the role and activity of the university -

a picture which the universities themselves would have difficulty in creating.

Although the legal right to recurrent education is accepted by the majority, the authorities responsible consider the financial and administrative effort required is not practicable in the present situation, which, of course, is the only realistic starting-point if recurrent education is to be expanded within a reasonable time.

Some are sceptical of the proposal to confer at present the legal right to recurrent education and maintain that the right to basic education should come first. Neither can the right of recurrent education be given to everybody before the necessary resources are available. Priority for a long-term undertaking of this sort must be decided in relation to society's other needs. Any legal measures in this field would be more of a manifesto than a social reality, and it is thought preferable that recurrent education and the means to finance it should be developed gradually.

The Act granting the general right to recurrent education would then become the keystone for this education's expansion and would be introduced at the same time as the necessary organisation and resources are available.

3.9.5. Future scope of recurrent education

The Commission does not go into detail concerning the type of recurrent education it considers most suitable. This is an important question in allocating the work involved and for deciding teaching capacity at the different institutions of education. The following proposal for splitting up recurrent education appears worthy of further consideration. A further distinction between general and special recurrent education seems advisable.

Unorganised, or spontaneous recurrent education consists, primarily of the "up-dating of knowledge" on a personal basis by means of technical periodicals, etc., and participation in professional activities, e.g. at the place of work. Many consider this form of recurrent education will still prove to be the most important in many professional fields, and doubt whether it is possible or desirable to replace this current up-dating by courses or other forms of organised recurrent education.

Organised recurrent education should be considered as a supplement to unorganised activity, and its form will vary according to subject. It will probably be of greatest importance in the natural sciences where complicated appliances are often required and where technical advances may occur.

General recurrent education here means the up-dating and renewing of knowledge acquired in basic education. This form of recurrent education will probably be so sporadic and time-exacting that as a main rule it is probably advisable to leave any general vocational or professional up-dating deemed necessary to the individual.

Special recurrent education, consisting primarily of vocational training, the person's specialisation, is therefore accorded considerable importance. This may often be vocational-technical training which borders on or falls just outside basic education. Or it may concern working methods not covered by basic education, or knowledge of the professional field and methods of the people with whom one is usually in contact.

The size of the required educational capacity is fixed on the basis of the scope of the education one expects to be needed. In this respect some critics have drawn attention to the need to estimate the extent of the use now being made of the capacity of the institutions and to find alternatives to daytime education for specific periods.

These critics insist that the development-tempo of the universities has been too slow, and that existing capacity is not fully utilised. They contend that there is little use in planning how to meet the demand for recurrent education unless better ways are found to meet the need for ordinary academic education. The expanding of recurrent education by means of daytime teaching for specific periods, they say, will entail such vast practical and financial problems that other solutions must be found. In addition to capacity problems in the educational institutions, mention is made of compensation for wages to family-breadwinners who are expected to stay at the institutions for long periods.

The alternative forms for education which are mentioned include communication by different types of mass media and leisure time and vacation courses.

3.9.6. Future organisation of recurrent education

The Commission states that the responsibility for estimating the scope of recurrent education and the forms in which it is to be provided must lie primarily with the educational institutions responsible for basic education. In general this principle is fully supported in the discussion. A few, however, consider that the co-operation and relationships between the institutions and the consumer-groups should be covered more explicitly than the Commission has done.

The professional and para-professional associations contend there should be a close and well-organised inter-relationship between them and the institutions of education, and draw attention to the following factors:

Part of the recurrent education required will fall outside the framework of the institutions and cannot be easily drawn into their activity. Such education falling outside the institutions cannot be characterised simply as a supplement (as the Commission has done).

Recurrent education covers a wide field whose limits are not defined. It is not possible to make a distinction between the part going to the institutions of higher education and that going to the professional associations. One must therefore rely on co-operation, with continual adjustment to the capacity of the parties and changing educational needs.

A person's recurrent education should not be restricted to the type of education normally offered in institutions of higher education. Professional and para-professional associations are now responsible for an essential part of recurrent education. The positive co-operation which has been established should be given a larger place in the future organisation of recurrent education. Development in one field may be more advanced in industry, and in another in the institutions of higher education. This bears out the importance of the mutual influence existing between institutions of higher education and industry in the form of the professional members themselves and their associations.

Both professional and para-professional associations and the voluntary study organisations stress the value of their local machinery for making recurrent education available. This decentralised activity is very flexible, with wide contacts, and should therefore be used for the future organising of recurrent education.

Industry has expressed the fear that the universities and other institutions of higher education will be isolated from practical life in the further expansion of education. Many institutions have made useful efforts to achieve contact, but these efforts are not sufficiently exploited by industry. If profitable co-operation is to be achieved, industry must adopt a much more serious attitude towards questions of educational policy, and must establish means of contact with the public educational system.

Industry is to establish formal arrangements for co-operation, especially with the institutions for recurrent education. These institutions should include representatives of "education-consumers" (and not only industry) on their councils and boards, on the committees which determine training needs and planning, and in the teaching staff itself.

It is mainly representatives from university and college administrations who are taking part in the discussion on the internal organisation of recurrent education in the different institutions. Discussion is centred on whether recurrent education should be organised separately in the institutions or whether administratively it should be integrated into the joint plans of the institutions.

The Commission proposes that recurrent education should not be organised separately - a view which has the support of many for the long term. Representatives of university administration, however, believe that the application of this principle, on the contrary, would hinder development, on the grounds that the different institutions and faculties cannot be expected to give priority to recurrent education when they are overloaded as a result of their normal tasks which overlap both the traditional, vocational and academic university boundaries. Only through a specific management board for recurrent education, able to view the question as a whole, evaluate needs and take the initiative when necessary, can the university management and the grants authorities be in a position to decide on priority on the same basis as they do for the university's other tasks. This, of course, does not exclude general education costs from being covered by the current budget of the individual institutions of education.

Attention is drawn to the particular situation of recurrent education so far as curricula and methods are concerned. If expensive courses are concerned, close co-operation among institutions of education is required to see that they are organised rationally in view of the range of subjects.

The same critics state that special teaching staff should not be engaged for recurrent education. This view is based on the benefit to be had from teachers and research workers on the one hand, and adult students with experience of industry and social questions on the other. To counteract the fact that teachers have no experience of the curricula or methods to be applied, special administrative posts will be required to be responsible for developing pedagogics.

3.9.7. Financing of recurrent education

The Commission's proposals here concern contributions to recurrent education provided by the different organisations, and partial compensation for loss of earnings made by national insurance funds.

The Commission gives detailed reasons in its recommendations for the importance it attaches to compensation for loss of income. The scholarship and loan possibilities available for basic education do not meet the requirement of recurrent education.

Public scholarships and loans at present cover only 10 per cent of the estimated loss of income sustained by pupils and students over 15 years of age. The rest, says the Commission, is met by the pupil/student and his family, and at least half of this is in fact possible only because the family reduces its consumption. Pupils and their families therefore accept a lower standard of living than they would otherwise have had.

The Commission considers that participation in recurrent education can be financed only partially as a result of reduced consumption. Alternative methods of covering the costs of recurrent education have therefore been considered but, in view of the difficulties still remaining, it recommends that special enquiry is needed to throw light on the matter.

For its part the Commission maintains that loss of income during recurrent education should be compensated along the same lines as National Health, and by expanding the National Health Insurance system. It considers that 50 per cent compensation for income lost during recurrent education would be reasonable up to a certain upper income limit, and with a reasonable minimum contribution.

This proposal has caused considerable discussion. Industry believes that compensation for family-breadwinners of mature age for long periods and affecting one-tenth of all industrial workers would create serious problems. The consequences of such an arrangement, even for non-academic workers for whom recurrent education will be an actual fact, will obviously be that it is impossible for reasonable compensation to be made.

There has been considerable opposition from various quarters. Such an arrangement, it is maintained, would lead to heavy additional costs

for society apart from the increase in university grants. Neither would it solve the individual problems of meeting costs for each person wanting recurrent education. For many, 50 per cent compensation would be insufficient for them to take advantage of recurrent education.

The employer's contribution may be advantageous for those able to accept the terms attached to it, although the person wanting recurrent education in order to qualify for a position in another firm or institution is in a difficult situation. The staff of large firms, or those who are backed by strong trade-unions, will have a relatively much better chance of taking advantage of recurrent education than will the rest.

This is true not only for financial reasons but also because in general the larger the firm the easier it is to be absent without the consequences being too serious. Independent firms are likely to be in a difficult position, for they may risk losing part of their customers if their staff take leave over a longer period - or to be by-passed if they do not keep their knowledge up-to-date. Similarly the cost of providing similar facilities must also be considered for housewives. If they are to have the right to recurrent education, investments must be increased considerably for creches, home-aids, lodging facilities for those undergoing recurrent education, and other welfare measures.

The Marxists see the proposal for the right to recurrent education financed by a national insurance scheme in line with the Keynsian economic theories. They contend that national insurance is only one of the means used by the capitalist state to regulate and control on behalf of the ruling class.

They think such a scheme would provide employers with the means of getting rid of labour when necessary and, what is more, it would be financed by public funds. They point out that a comparison between the continual reductions granted in the taxes paid by firms and corporations and the steadily increasing taxes paid by the workers clearly shows who is going to finance this effective means of manipulation in the hands of the employers.

3.9.8. Closing remarks

We shall here refer to some of the principal arguments in the previous discussion on the RCPSE report, which, in our opinion, indicate the main policy problems in the field of recurrent education.

RCPSE's opinion is apparently so general that its intentions concerning the Commission's recommendations can be interpreted on the basis of different premises. When judging the expected consequences of its intentions, however, often what the Commission actually thinks becomes obscure. Discussion has been concentrated largely on the relationship: intentions/consequences, and doubts have subsequently arisen as to the possibility of the intentions being fulfilled.

One feature of the discussion in Norway is that individual proposals in the field of recurrent education are assessed in relation not only to the education system as a whole but to the way in which these proposals may tend to change the role of education in society. Assessments on the basis of these two types of references appear to have some

sort of interrelationships to which we shall return later.

The Commission's general structure governing relations between basic and recurrent education has wide support. On the basis of past experience of the grants policy, some doubt is evidenced as to the possibility of carrying out the intentions. It has been presumed that the academic institutions at present have the capacity to carry out their tasks in basic education, but this is not true. Any specific hope for improving their conditions is not perceptible in the discussion. When the work involved in recurrent education materialises, justified doubt occurs as to whether the institutions of education will be able to undertake this satisfactorily. The amount of the grants made to the institutions of education, and their freedom of action in disposing of resources, become decisive questions. A small amount for grants must necessarily result in very difficult problems for the institutions of education when giving priority, whether between basic and recurrent education (and also specialised education and research training) and priority <u>within</u> the same type of education.

As the institutions of education, on the whole, appear to have a clear understanding of what effective offers of education signify for the allocation of resources, the question of restricted enrolment is understandably an ever present topic of discussion. Within a given budget the alternatives are, for example, whether to provide a limited number of persons with a suitable education including ample individual guidance, or to provide a large number with an education based on unilateral "knowledge indoctrination". When this applies to the basic education level for most subjects, the prospects for developing recurrent education are not very bright. When resources are limited, the same problems will necessarily occur for recurrent education also. Priority will, of course, be given to "the short-term" i.e. professional up-dating of knowledge at the expense of the wider perspective which is the objective of the Commission.

In the light of the discussion, the grants policy must evidently be based on confidence in the institutions of education's estimate of the resources to be allocated for suitable academic education.

If, contrary to expectations, grants should prove to be satisfactory, we still have no guarantee, of course, that the institutions will develop a plan for recurrent education which is able to meet the overall intentions of the RCPSE.

The independence of the institutions concerning professional plans may be used either to carry out or to counteract the central government's educational policy.

The internal problems of the institutions of education have consequences also for their relation to society. If recurrent education is restricted to an up-dating of knowledge (in the narrow sense) either because of a policy of scarce grants or because the institutions choose to give priority in such a way, those critics who maintain that the recommendation on recurrent education will serve only to adapt to existing kinds of development in society, and will not qualify people to criticise this development, may be justified. If, on the other hand, in practice recurrent education integrates individual, professional and political perspectives, it may really become a factor in making the

population conscious of the fundamental problems in our society (1).

The relationship between the institutions of education and the different "groups of consumers" is well to the fore in Norwegian discussions on recurrent education. The "consumers", while accepting the responsibility of the institutions of education for the content and form of recurrent education, at the same time wish to be able to influence it by means of agreements for co-operation with firms. It is also strongly argued that the institutions themselves will profit by such co-operation, which would keep the institutions of education in close touch with what is happening in society, outside their walls.

The controversial question in this co-operation relation is "the consumers" eventual influence on the type of education offered. Some institutions seem to be very willing to co-operate in this respect, while others insist on their autonomy. This, of course, reflects the different institutions' assessment of the degree to which "consumers'" interests should be considered in relation to their own.

- A specific problem in this connection ought to be given a great deal of attention in future discussions on recurrent education. It concerns the needs of those groups in the population which do not have strong organisations working on their behalf. In a national perspective, the right thing is to get a close estimate of the needs of all groups, and to try to avoid further development in the field being directed by groups who are at present in a strong position and better able than the others to negotiate in their own interests.

In further discussion on co-operation between "consumers" and the institutions of education it would be useful in our opinion to try to get greater clarification concerning the relation between professional work and politics. That professional activity has political consequences is obvious. However, it does not seem to be generally accepted that the conclusion to be drawn from this is that the institutions' responsibility applies to an appraisal of both recurrent education's professional scope and its relation to the social perspective with consequences for co-operation with "consumers". We think it is important that this problem become the centre of the debate both inside the institutions and among "consumers". In our opinion it does not seem very valuable to allow the idea to continue that certain "consumers" have only short-range "adaptation interests", while the institutions of education and a few people with especially "acute mental faculties" have sole right to the "emancipating interests".

A better clarification of the responsibility assigned to the institutions of education would probably make it easier to establish mutually accepted relations with the "consumers". Further discussion should show how this relation is characterised by mutual or conflicting interests.

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(1) Two committees which have been working on curriculum planning for the "district colleges" have followed this integrated policy. (One of the committees was working on subjects for general education, the other on education for public service.)

For "consumers" some of the main questions are still not settled. Organisations and firms are constantly expanding their recurrent education activity. This is done either because co-operation with the institutions of education does not result in the improvement desired when the education takes place within the institutions, or because it is more practical for some activities to take place outside the institutions. Often this division of work is decided by mutual arrangement.

How, then, is activity outside the institutions of education considered by the public? RCPSE's statement is commendatory, but expresses no clear opinion as to the extent of financial support. The decisive question appears to be whether (and eventually to what extent) recurrent education undertaken by organisations and industrial firms should be considered as a necessary part of overall recurrent education. The principle behind this question has consequences for the system of financial aid.

RCPSE'S thinking gives considerable attention to the individual. On the basis of the discussions it nevertheless appears clear that the Commission's proposal for grants is insufficient to allow everybody the same possibilities of having the recurrent education they may wish. The Commission itself recommends that the matter be studied further. This is absolutely essential if the principle of equal opportunities is accepted.

4. THE NEED FOR CONTINUED RESEARCH

Section 3 of this paper has dealt with proposals that have been put forward for considerable changes in the Norwegian educational system, among others, by a further development of recurrent education. These proposals have inspired several institutions to undertake certain experiments. Most of them, however, await political decision at central level and some require closer consideration. In what follows the author makes some personal suggestions that he considers relevant to the work of the Centre for Educational Research and Innovation in the OECD. These suggestions have not been discussed with the Norwegian political authorities. They are, therefore, entirely the author's own, and in no sense an official view on what Norway could or would contribute to a CERI project.

(1) The question of finance and the division of the various tasks between many institutions are, as previously mentioned, under consideration by a Royal Commission which will propose an Act on Adult Education. The Commission's view is that future recurrent education will be arranged by both public and private institutions probably in an institutional pattern somewhat altered from the one we see today.

The future development of the various institutions is to a large extent dependent on financial support from the Government. For this reason, the Commission will have to consider the question of finance and the division of tasks between the various institutions as two sides of the same case. We therefore suggest that a special study should be made of the developments likely to result from the Act as it is expected to be proposed. Unfortunately, the Act is not likely to become law before 1973-1975 at the very earliest.

(2) The proposals of the RCPSE relate to post-secondary education. To our mind it is important also to consider how the Commission's principles may be applied to levels of education lower than this.

(3) Recurrent education assumes a change in the structure, content and form of basic education. The changes currently taking place in certain institutions in this field should be considered more closely. Alternatively, this type of development work could be specially initiated.

(4) Experiments with recurrent education that are closely related to the actual work situation and inspired by joint co-operation projects within industry should be studied. A key point in this connection is the relationship between recurrent education and organisational changes in industry. We are here primarily concerned with organisational changes that lead to job enlargement and to increased control by the employee over his own work - and learning - situation. For this reason it is considered very important that the individuals taking part in recurrent education should have the final say in the "steering" of the courses towards a process of self-sustained learning.

(5) When institutions aim at becoming service institutions for recurrent education, a considerable reorganisation is necessary, particularly with respect to planning. It would therefore seem relevant to study this type of change in selected institutions while it is taking place. This may prove particularly interesting in institutions responsible for both ordinary basic education and recurrent education. (The Norwegian regional colleges may be suitable for such studies.)

(6) One should also begin local experiments along the goal-structure suggested by the RCPSE. In this connection it should be particularly interesting to see how far it is possible to combine the three principal goals suggested by the RCPSE in a way considered relevant by the participants.

(7) The influence of the "user groups" on recurrent education organised by the public sector should be studied separately. There are examples of cases where such influence is formalised and cases where the contact is of a more informal nature. The question of what this influence leads to appears to be of special interest. Is the result a contradiction or a radical extension of the goals? Does the "user" view the education as more or less relevant than previously? Will the influence have consequences for the institutional and pedagogical environment (democratisation of the learning process)? We are here thinking of "user groups" with two different meanings: (i) representatives from professional and para-professional associations, companies, etc.; (ii) the students themselves. In a future research project one should examine dissimilarities/similarities which occur when each of these two "user groups" is able to influence the system.

(8) It appears to be of major importance to study the influence of recurrent education on the work situation and in relation to other social situations with a particular emphasis on the art and degree of innovative activities. (In the field of management training some studies of this nature have already been completed.) A particular issue to be borne in mind is the conditions that must be present in the actual work situation to enable recurrent education to achieve practical importance.

This issue may be brought up in the experiments proposed in paragraphs 4, 5 and 6 above.

(9) It would be of great interest to consider ways of finding strategies for recurrent education that would better the situation for socially disadvantaged people.

We are thinking here primarily of methods of recurrent education that would contribute to a raising of the educational standard of the socially disadvantaged. If one could achieve this, one might dispel some of the feelings of inferiority that so often characterise this group.

(10) It may be of interest to organise certain future studies in the field of recurrent education. As a starting point one could, for example, consider alternative goal structures (as already mentioned in paragraphs 4 and 5) and study their consequences in a variety of relationships, for example as related to a company or firm's power-structure, to certain types of problems arising within society in general or to motivation for continued learning. If the proposed studies were co-ordinated with the practical experiments suggested in paragraphs 4, 5, 6 and 7, then the experience gained would be a valuable contribution to the future studies.

5. ANNEX

Guidelines for governmental financial support to the voluntary study organisations (members of the Joint Committee of Study-work) (valid for the year 1971)

(Source: Annual Circular issued by the Ministry of Education)

5.1. Study circles

Study circles without a teacher may obtain a 50 per cent subsidy on study material limited to N.kr.20 for each participant. An additional support of N.kr.50 may be given as a subsidy for each lecture or address given in the study circle, provided there is a minimum of three and a maximum of five such lectures. Study circles requiring assistance from specialists may obtain a 50 per cent subsidy towards the payment of the specialist. This subsidy is limited to N.kr.35 for each lecture. A maximum of 25 per cent of the circle's meetings may consist of paid specialist assistance.

Study circles employing a teacher may receive a 50 per cent subsidy for the teacher's salary up to a limit of N.kr.15 per hour. In order to obtain this, however, the study circle must have at least 15 hours of tuition. Study circles led by a teacher do not receive subsidies for other types of qualified assistance. The subsidies for the purchase of study material and for lectures are the same as for study circles without a teacher.

Correspondence course participants may obtain a 50 per cent subsidy on outlays in connection with purchase of the course limited to N.kr.20 for each participant. If the participants have hired a leader, they may claim a 50 per cent subsidy on his salary limited to N.kr.7.50 per hour of tuition. Such participants may also receive financial support for any lectures arranged. The scale here is the same as for other types of study circle. However, correspondence course participants obtain no financial support for hiring specialists. A primary condition for any government assistance is that the course should have a minimum of five participants and that at least five meetings are held.

Evening classes

Evening classes may receive a 50 per cent subsidy for the cost of employing a teacher. The support is limited to N.kr.15 per hour limited to 75 hours per subject taught. No support is given for the purchase of course material. The groups belonging to an organisation which is a member of the Joint Committee of Study-work should forward their application for financial support to their main organisation, enclosing an attestation from the local school council that the course plan and the teacher are recognised by the school council. Evening classes must have a minimum of 8 participants in order to qualify for government financial support.

University courses/circles

Officially recognised university circles may receive a 50 per cent subsidy for the cost of lectures limited to N.kr.135 for each "double hour" (90 minutes) of tuition. Travel expenses incurred by the lecturer will be refunded according to the existing regulations for civil servants. For the purchase of course material a 50 per cent subsidy limited to N.kr.20 for each participant may be given.

Other study work on a corresponding level, but not recognised as a university course, may receive a subsidy, the extent of which is decided for each individual case.

University courses/circles must have a minimum of 10 participants in order to qualify for governmental financial support.

5.2. Special courses

Particular subject courses with a minimum duration of 5 days and with at least 6 hours' daily tuition may receive a 50 per cent subsidy partly to cover the teacher's salary, travel and boarding expenses. For all teachers the limit is N.kr.1,500.

Study leader courses (courses for study leaders and study circle leaders) lasting a minimum of 5 days with at least 6 hours' tuition daily may receive the same subsidies as the "Particular subject courses". Courses lasting from 2-4 days with 6 hours' tuition daily may receive a 50 per cent subsidy with respect to the course leader's tuition fee up to a limit of N.kr.50 per day, and a 50 per cent subsidy for travel and boarding expenses in accordance with existing travel regulations for civil servants. Courses arranged during the week-end may receive a subsidy for tuition fees for one day if the course has a minimum of 8 hours' tuition. Courses of only one day's duration are not eligible for government subsidy.

Shop-steward courses

This type of course will receive a 50 per cent subsidy for the actual costs of the courses within the limits of the amount of money allocated to this sub-heading.

All "Special courses" must have a minimum of 15 participants in order to qualify for financial support. The subsidies will be given on special application in each case.

Lecturing activities

Lectures held in the Open Academy may receive a 50 per cent subsidy towards the lecturer's fee limited to N.kr.75 for each lecture. In certain conditions, a subsidy may be obtained for two lectures in the same meeting. Travel and boarding expenses will be paid according to the existing regulations for civil servants.

5.3. Qualifications for the content in the information work

Teacher competence

The condition for government subsidy to any course is that the aim of the course is to give reliable and unbiased information based on study material publicly available.

In the matter of political and religious issues, presentations must be made in a serious and unbiased manner.

There are no formal requirements for teachers working in study circles and evening classes. A condition for subsidy, however, is that the teacher is competent in his subject and that he has the ability to pass on information to his students. Subsidy to the payment of study circle leaders will be given only in correspondence courses.

5.4. Government support to administrative costs and to instructors and consultants

Administrative cost subsidy

Organisations who are members of the Joint Committee of Study-work may receive an administrative cost subsidy based on the subsidies they receive for study circles, evening classes, university circles and courses.

Organisations that receive a subsidy for a study-instructor may receive an administrative support equal to 15 per cent of the total subsidy they receive for study circles and evening classes.

Organisations that do not receive a subsidy for a study-instructor may receive a 30 per cent administrative support calculated on the same basis as the one above.

The organisations may receive a 15 per cent administrative subsidy to university circles and courses irrespective of their having a study instructor or not.

Instructors

For 1971 the government has granted support to 70 posts of instructor within the organisations. This is 10 more than in 1970. To the instructor's salary the government grants a subsidy of 50 per cent limited to N.kr.20,000. Travel and boarding expenses will be refunded as for civil servants, but limited to N.kr.8,000 for each instructor per year.

In order to receive a subsidy for a study-instructor, the individual organisation must arrange a minimum of 300 study circles/evening classes and employ a minimum of one person to be responsible full time for the study work.